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REPORT OF THE SECRETARY-GENERAL ON THE UNITED NATIONS OPERATION IN MOZAMBIQUE (ONUMOZ)

Addendum

Introduction

1. As members of the Security Council will recall, in my report of 10 September 1993 (S/26385/Add.1), I informed the Council that, on 3 September 1993, major agreements had been reached between the Government of Mozambique and the Resistência Nacional Moçambicana (RENAMO) as a result of the direct talks between the President of Mozambique, Mr. Joaquim Chissano, and Mr. Afonso Dhlakama of RENAMO, which took place in August/September 1993. In particular, the parties agreed to request the United Nations to monitor all police activities in the country, public or private, to monitor the rights and liberties of Mozambican citizens and to provide technical support to the National Police Affairs Commission established under the general peace agreement signed in Rome on 4 October 1992 (S/24635, annex). The proposed United Nations police contingent would be responsible for verifying that all police activities in the country are consistent with the general peace agreement. The Government agreed to provide a list of matériel in the possession of the police as well as other information necessary to verify its activities. In addition, the Government undertook to request support from the international community on a bilateral basis in order to reorganize and retrain its quick reaction police force. At that time, I indicated my intention to send a small survey team of experts to Mozambique and to inform the Security Council in due course of their findings as well as of my final recommendations about the size of the United Nations police component.

2. As members of the Council are aware, during my visit to Mozambique from 17 to 20 October 1993, police matters, among others, were thoroughly discussed with President Chissano and Mr. Dhlakama. During these discussions, I emphasized to my interlocutors the need to keep various considerations in mind in determining the scope and functions of the proposed contingent. It was stressed that both parties should adopt a cooperative approach in order to maximize the benefit of the presence of United Nations police in the country. I also emphasized that the human and financial capabilities of the United Nations were stretched to the limit; these and other factors would invariably result in delays in deployment. Having this in mind, the parties decided that the

National Police Affairs Commission would establish its subcommittees in provinces and districts where Mozambican police activities would be monitored and, if need be, supported by United Nations police observers. I believe that this arrangement could facilitate cooperation among the parties in various parts of the country during the peace process and enhance the activities of the United Nations police component on the ground.

3. It will be recalled that, in paragraph 9 of resolution 882 (1993) of 5 November 1993, the Security Council approved the deployment of 128 police observers as soon as possible. I am pleased to report that 125 observers have already arrived. These initial elements have been deployed in small teams to Maputo and to provincial capitals as an early confidence-building measure, in pursuance of the agreements described in paragraph 1 above. On 6 January 1994, liaison mechanisms between United Nations police and the National Police Affairs Commission were established. United Nations Operation in Mozambique (ONUMOZ) police observers have visited police stations in various localities to gather information on the personnel and weaponry of the Mozambican police, including that of the quick reaction police. The United Nations police component has so far investigated 14 incidents of alleged politically motivated crimes or civil rights violations. These include the abduction by RENAMO of two police officers on the pretext that they allegedly were plotting to kill Mr. Dhlakama.

4. The present report is based on the extensive work conducted by the survey team of police experts during their visit to Mozambique in October and November 1993, on the numerous consultations held by my Special Representative, Mr. Aldo Ajello, with the Government and RENAMO concerning the mandate, operational concept and size of the ONUMOZ police component, as well as on my personal observations during my visit to Maputo in October 1993.

I. BACKGROUND

5. In formulating the operational concept of the United Nations police contingent in Mozambique, I have been guided by several basic considerations. It is worth recalling that the country covers a land area of 799,388 square kilometres. It is elongated in shape, about 2,000 km from north to south and 600 km from east to west in the north and 300 km in the south. The population of approximately 16 million people had endured almost 16 years of a devastating civil war, which resulted in approximately 1 million deaths and 4.5 million refugees and displaced persons. The protracted hostilities in Mozambique have disrupted infrastructure to a great degree, contributed to the existence of armed banditry and created conditions for lawlessness in some parts of the countryside. Between May and September 1993 alone, the number of reported crimes in Mozambique included 167 homicides, 726 armed robberies and hundreds of cases of physical assault, rape, etc. Difficulties in the reporting of incidents and continued restrictions on freedom of movement in some areas would suggest that the above statistics do not present a full picture of the crime rate in the country. It is obvious that among their functions, United Nations police observers will need to encourage the Mozambican police to improve the protection of citizens and property.

6. A number of additional factors should also be taken into account. There is no efficient arms control system in place, and estimates put the total number of assorted types of weapons in "non-official" hands at approximately 1 million. Moreover, 150,000 militia and paramilitary personnel as well as millions of refugees and displaced persons will also have to be reintegrated. Despite all efforts, demobilization of the armed forces will inevitably mean the release of a number of persons who, for various reasons, will not be integrated fully into civilian life. The activities generated by the forthcoming electoral process, including the holding of public meetings, demonstrations and political debates, could deteriorate into violence. Codes of conduct governing political activities must be monitored and human rights and fundamental freedoms will have to be protected during the electoral campaign. The presence of United Nations police observers at political rallies and meetings will be essential to ensure that appropriate arrangements are carried out by the Mozambican police, not only in major provincial cities but throughout the country, including remote locations. The United Nations presence in various localities will therefore be a major confidence-building measure. On the other hand, as the process of free circulation of people and goods and the extension of the State administration gain momentum, the deployment of United Nations monitors throughout the entire territory would produce an additional stabilizing effect, which is essential for the success of the elections.

7. The current strength of the Mozambican Police (PRM) is 18,047, with the command structure of national headquarters in Maputo, 11 provincial headquarters and over 200 stations and posts in the districts. There is a quick reaction police force numbering several thousand as well as various private security companies and agencies. It should be noted that on several occasions RENAMO conveyed to my Special Representative its concern at the alleged transfer of combat-trained soldiers to various government police forces. Also, complaints of human rights abuses may increase as political consciousness is raised during the political campaign. Active monitoring by the United Nations could make a substantial contribution to quelling fears of police irregularities.

8. Against this background, it is evident that the operational plan for the United Nations police contingent in Mozambique should be designed to respond suitably to the challenging tasks it is to perform. My Special Representative has discussed with the two parties, and in particular with President Chissano and Mr. Dhlakama of RENAMO, several options for the general set up of the proposed police element of ONUMOZ. One approach might be to limit the United Nations police presence in the country to a certain predetermined number of teams in each province, totalling several hundred personnel. Another approach might involve the creation of a network covering the most remote corners of the country, an ideal but ambitious and costly arrangement. In my view, neither of these options is feasible since the former does not adequately reflect the political and security situation currently prevailing in the country, and the latter would involve untenable expense and logistic effort. In his contacts with the parties, therefore, my Special Representative concentrated on what the expert team recommended as an optimum plan for a United Nations police operation in Mozambique, as outlined below.

II. OVERALL FRAMEWORK FOR THE POLICE OPERATION

9. In accordance with the agreement reached on 3 September 1993 between the Government and RENAMO on the United Nations role in police monitoring and in accordance with the main principles governing the general peace agreement on Mozambique, it is proposed, subject to the agreement of the Council, that the mandate of the ONUMOZ police component (CIVPOL) be as follows:

(a) To monitor all police activities in the country, including those of PRM and any other police and security agencies and verify that their actions are fully consistent with the general peace agreement;

(b) To monitor the respect of rights and civil liberties of Mozambican citizens throughout the country;

(c) To provide technical support to the National Police Commission;

(d) To verify that the activities of private protection and security agencies do not violate the general peace agreement;

(e) To verify the strength and location of the government police forces, their matériel, as well as any other information which might be needed in support of the peace process;

(f) To monitor and verify the process of the reorganization and retraining of the quick reaction police and its activities, as well as to verify their weapons and equipment;

(g) To monitor, together with other ONUMOZ components, the proper conduct of the electoral campaign and verify that political rights of individuals, groups and political organizations are respected, in accordance with the general peace agreement and relevant electoral documents.

10. From an operational standpoint, CIVPOL would be a separate component of the Mission under the command of a Chief Police Observer, who would report directly to the Special Representative. At the same time, the new component would complement and work closely with the currently existing electoral, military, humanitarian and administrative components of ONUMOZ. A strong interrelationship with other elements of the Mission will be assured to guarantee the success of CIVPOL's mandate.

III. OPERATIONAL PLAN FOR UNITED NATIONS MONITORING AND VERIFICATION OF POLICE-RELATED ACTIVITIES

11. To ensure credible verification, it would be necessary to obtain promptly from the parties all information relevant to carrying out the mandate described in section II above, including on the strength of the police, as well as on the quantity, type and location of matériel in their possession. Appropriate liaison arrangements would be established with the national police at the headquarters level in Maputo, at the provincial level and at the district and local (station, post, etc.) levels. Activities of the Mozambican police and

private security/protection agencies will be closely monitored by teams of United Nations civilian police observers. They would liaise with established authorities and visit, without restriction, police installations and detention facilities, including prisons.

12. CIVPOL would establish itself at all strategic locations throughout the country. In determining deployment sites, consideration will be given to the ability of ONUMOZ to discharge its responsibilities effectively and to such factors as the need to instil confidence in the public, especially in the context of the electoral process. Arrangements would have to be made to establish a reliable communications network that would link the various levels of CIVPOL as well as enable it to liaise effectively with the Police Commission and its provincial subcommittees. CIVPOL's functions would be carried out by stationing United Nations teams in the vicinity of the Mozambican police stations, posts and by extensive patrolling. In order to monitor certain activities, police observers would be deployed at various national police headquarters. At the same time, ONUMOZ would have unrestricted access to the general public and would be able to gather information as well as to receive complaints from individuals and organizations. CIVPOL would conduct its own investigations, on the basis of such complaints, as well as independently, into politically motivated offences and, when necessary, recommend corrective action. Information about such investigations would be provided promptly to the National Police Affairs Commission and the national authorities.

13. Special attention would be given to the systematic verification of weapons and equipment in the possession of the national police and of private agencies and to monitoring the activities of the quick reaction police force, whose facilities would also be visited on a regular basis; ONUMOZ would also examine the latter's role and structure. Given the scope of arms proliferation among the general population, teams of United Nations police observers would be available to collect any weapons and ammunition that may be surrendered by individuals or irregular forces throughout the country.

14. At the same time, responsibility for the maintenance of law and order will clearly remain with the Government. All violations of the Criminal Code will be investigated by the Mozambican police, with the possibility of parallel investigations being conducted by CIVPOL, when the latter considers it appropriate. It would be essential to ensure a wide understanding among the general public of both what the role of ONUMOZ in police monitoring would be and of what new functions the Mozambican police are to perform in these new circumstances. Within the context of confidence-building measures, United Nations police observers, in coordination with the Government, would also monitor security arrangements for the leadership of RENAMO in its party's capacity as a signatory to the general peace agreement. It may be necessary to familiarize local police with the international concepts of rights, civil liberties and fundamental freedoms, as well as the codes of conduct the political parties might agree to observe during the electoral process. With the concurrence of the Mozambican parties, United Nations police observers would assist the electoral observers of ONUMOZ in monitoring the registration process and the electoral campaign. In this context, they would also monitor security at the polling stations, including the security arrangements for the storage, counting and transporting of ballot papers and other election material.

15. To perform the functions described above, the organizational structure of the ONUMOZ police contingent would be as follows:

(a) The headquarters component, which would be headed by the Chief Police Observer at the rank of Inspector General and would consist of his deputy and chiefs of staff for operations, liaison, investigations, logistics and personnel. A headquarters team would also liaise with and provide technical assistance to the Police Commission;

(b) A special task force stationed in Maputo for the monitoring and verification of the quick reaction police force. This group will also monitor security arrangements for the leadership of RENAMO. In addition, it will be on call to respond to any exigencies that may arise in other parts of the country;

(c) Three compact regional headquarters, whose tasks would primarily be the coordination activities in several provinces. Each of these headquarters will be headed by a regional chief police observer;

(d) Eleven provincial headquarters. Each of these will be headed by a provincial chief police observer and will include a deputy, an operations officer, an investigations officer, a logistics/personnel officer and several patrol and investigation teams, which would cover both the provincial capital and as much of the surrounding area as possible;

(e) One hundred eighty United Nations police stations and posts throughout the country in remote and isolated locations, to be established near government police facilities.

16. Having in mind the various considerations described above and the magnitude of tasks the United Nations police contingent would be called upon to perform, it is proposed that the total strength of the contingent be established at the level of 1,144 police observers (inclusive of the 128 already authorized by Security Council resolution 882 (1993)), with the following breakdown:

(a) The Chief Police Observer, with the rank of Inspector General;

(b) The Deputy Police Observer;

(c) 29 police observers at the component headquarters in Maputo;

(d) 30 police observers comprising a special task force to monitor and evaluate the quick reaction police and to be available for unforeseen exigencies;

(e) 12 police observers in each of the three regional headquarters;

(f) 327 police observers to be deployed at 11 provincial capitals, including those to be formed into stationary and mobile teams to service surrounding areas;

(g) 720 police observers in other locations throughout the country.

17. To the extent possible, United Nations civilian police observers would be colocated with the military and other civilian elements of ONUMOZ and would rely on the existing military and administrative infrastructure of the Mission, including transport and communications facilities. However, given the fact that these elements would be widely spread throughout the country, CIVPOL would require additional support in terms of administrative personnel, such as interpreters and translators, as well as adequate transportation and other equipment, accommodation facilities, etc. It is estimated that a total of 4 international staff and 35 locally recruited personnel would be required.

18. I am fully aware of the challenges involved in setting up such a substantial force and would therefore like to propose that it be deployed progressively. The initial phase, during which the central headquarters and regional and provincial capitals' teams would be fully established, should be completed by mid-March 1994. The second phase would coincide with the voter registration process from April to June 1994, during which up to 70 per cent of CIVPOL's posts and stations throughout the countryside would become operational. The remainder of the component would be deployed by no later than one month before the beginning of the electoral campaign, which is scheduled to begin on 1 September 1994.

IV. RECOMMENDATIONS

19. As members of the Security Council will recall, I first proposed the establishment of a United Nations police component in ONUMOZ in December 1992. At that time I felt that experience in other similar operations suggested that it would be desirable to deploy a United Nations civilian police to Mozambique in order to inspire confidence that violations of civil liberties, human rights and political freedoms would be avoided. I am pleased to inform the Council that, after extensive discussions, the Government of Mozambique and RENAMO have now agreed to the general concept for the ONUMOZ police contingent. As the peace process moves forward, the presence of a United Nations police element could be most useful, particularly when the national electoral campaign begins.

20. I would like to emphasize that I fully appreciate that the creation of a new component in ONUMOZ places an additional burden on the United Nations and its Member States. The cost estimates for the phased deployment of the police component of ONUMOZ will be issued shortly as a further addendum to the present report. I believe that recent political developments in Mozambique have evolved in such a way so as to allow an increasing shift of focus from the monitoring of cease-fire arrangements to the verification of police activities in the country. In my progress report on ONUMOZ in April, I intend to present to the Security Council my specific proposals about the phased reduction of the military component of the Mission.

21. Mozambique is currently facing one of the most challenging periods in its history, and the events that are taking place there now will determine what develops in the country in the immediate future. The recent, generally positive, developments there deserve the full support of the international community. It should also be recognized that the peace process in Mozambique is only one element in the wider transformation taking place in the entire region

of southern Africa. I recommend that the Security Council authorize the establishment of a United Nations police component as a integral part of ONUMOZ with the mandate and deployment described above. I further recommend that Member States consider contributing civilian police personnel to this important undertaking and appeal to them to do so.